

**Southern Africa Development Community
Disaster Management Committee and
Technical Seminar**

**6 – 9 December 2000
Harare, Zimbabwe**

Volume I

January 2001

Southern Africa Development Community Disaster Management Committee and Technical Seminar

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Thursday, December 7, 2000

Opening Ceremonies

Namibia, in the person of Mrs. Judith Malambo, chaired the first-ever meeting of the SADC Disaster Management Committee, which she called to order at 9:30 am in the Crowne Plaza Hotel, Harare, Zimbabwe. In her opening remarks, she welcomed the delegates from 12 SADC member nations (the Democratic Republic of the Congo and Swaziland were unable to attend), stressing the importance and uniqueness of this occasion.

Mr. Ndlovu of the SADC Secretariat gave remarks covering the background of the assessment of vulnerabilities and capacities in southern Africa funded and led by UNDP, and conducted by representatives from UNDP, OCHA and disaster experts from Zambia, Mozambique, South Africa and Zimbabwe. The mission went to 12 countries, and wrote a report that provided recommendations to the Council of Ministers meeting in Windhoek, Namibia, in August 2000. These recommendations included the creation of a regional disaster management mechanism, which resulted in this conference. Mr. Ndlovu pointed out that the Council of Ministers is expecting a report and recommendations from this technical seminar at their next meeting, in February 2001.

The Deputy Chief of Mission of the United States Embassy to Zimbabwe, Mr. Earl Irving, then made the following remarks:

Honorable Minister, esteemed participants, ladies and gentlemen

I am pleased to be here today to take part in the opening of the first meeting of the SADC Disaster Management Steering Committee. The Ambassador would be here himself, but he is out of town today, so I bring you his greetings.

The U.S. Government sees the Southern African Development Community as a cornerstone of our policy to accelerate development in this region and to facilitate the full participation of Africa in the global economy. For this reason we have fostered closer cooperation with SADC, by taking such steps as naming a Special Representative to SADC in 1998 and working with SADC to hold two U.S.-SADC Forums (in Gaborone in April 1999 and in Maputo in May 2000). SADC and the United States have already agreed to hold another U.S.-SADC Forum in Washington in the second half of 2001.

Today's workshop, in fact, is a direct outcome of the U.S. SADC forum process. It was during discussions at the last forum - in Maputo in May 2000, just a few months after the devastating floods in southern Africa - that the U.S. offered to

assist SADC in its efforts to develop a regional disaster management mechanism. The purpose of this workshop - which is being funded by the U.S. Government, and has been planned in close coordination with the SADC Secretariat – is to review the response actions to the devastating floods that occurred earlier this year in Southern Africa, and to derive from this assessment a broad plan for future SADC disaster response and mitigation.

A key objective of the workshop is to develop an integrated regional action plan for establishing a SADC regional disaster management mechanism. In deriving this plan, workshop participants will draw upon not only the July 2000 UNDP/UNOCHA mission assessment report, but also the deliberations of this very workshop.

In addition to the SADC officials who have gathered here from 12 of your member states, the SADC Secretariat, and the sector coordinating units for health, environment, and the SADC Regional Drought Early Warning Unit (based here in Harare), we also welcome experts from the international community.

I am pleased to say that we have with us today disaster management officials from international bodies such as UNOCHA, UNDP, UNHCR, and the Red Cross, as well as from the U.S. Government's Office of Foreign Disaster Assistance (OFDA), the U.S. Army Corps of Engineers, and the United Kingdom's Department for International Development.

I am also pleased that the Facilitator for this workshop is Ms. Nan Borton, who has more than 30 years of experience in designing, implementing, managing and evaluating refugee, relief and development projects and programs throughout the world. Most recently, Ms. Borton served for over four years as the head of the U.S. Government's international relief arm, the Office of Foreign Disaster Assistance.

My thanks to you all, and I wish you great success in your deliberations.

The Keynote Address was given by the Honourable Dr. I.M.C. Chombo, the Minister in the Government of Zimbabwe with responsibility for disaster management. The full text is as follows:

The Chairperson of the SADC Disaster Management Committee – Mrs. Malambo, Members of the Government of Zimbabwe, Members of the Diplomatic Corps, Your Excellency, the Deputy Ambassador of the USA to Zimbabwe, Mr. Earl Irving The Representative of the SADC Secretary-General, Mr. J. Ndlovu, The

Sponsors of this seminar, USAID facilitators of the seminar, representatives from International UN Specialist bodies, here present, Delegates from the 14 SADC member states,

Ladies and Gentlemen,

It is my singular honour and privilege to be invited to officiate at the opening ceremony of this important meeting in the calendar of disaster management in SADC. The importance of this seminar hinges on the fact that your seminar, as the sub-regional Disaster Management Committee, owes its mandate directly from the Council of Ministers meeting which was held in August this year in Windhoek, Namibia during the last SADC summit of Heads of State and Government.

I am aware that the national Directors or Co-ordinators of Disaster Management in SADC had worked painstakingly prior to Windhoek in an attempt to influence the SADC summit to cause the creation of a Disaster Management facility within the SADC structure which would specifically deal with disaster management issues. I am also aware that the matter was referred back for refinement and that the next summit will address the matter in greater depth. As the Zimbabwean Minister responsible for disaster management, I unequivocally lend my support to your endeavours and hope that the summit will accede to your request.

My support for the creation of the Disaster Management structure within SADC is primarily driven by the events which unfolded in February with the advent of Cyclone ELINE. You will recall that in the initial phase of the flooding disaster SADC was reduced to a spectator while the international aid providers took centre stage. Even when, as SADC, we managed to intervene, our thrust was not as focused as we would have wanted it to be. Such a level of regional unpreparedness is untenable and, indeed, should not be repeated in future. My considered view, madam chairperson, is that in SADC we ought to have a Disaster Management structure, which is backed by a vibrant and sustainable fund from which to draw money to assist stricken member states. Only when these two imperatives are in place can we assure our communities of assistance in times of strife. Ideally, donors should be invited to come and complement our effort rather than to spear-head our response. The preparedness measures I am discussing should not be viewed as a panacea to all problems associated with major events like we witnessed in February. There is always a crucial role to be played by the international community in its humanitarian assistance following major catastrophes. The Rome Donors Conference is one such example of

international humanitarian assistance through which Mozambique gained support for its recovery strategy. Other affected member states also received assistance albeit in lilliput. Representatives of those organisation which came to the assistance of the cyclone stricken areas will agree with me that SADC countries had no prior intimate experience in dealing with aid agencies. They were met with obstructive red tape with officials clinging to rules and regulations which frustrated the efforts of the aid providers. In other words, our officials failed to realize that the magnitude of the disaster needed skills which were different to the "business as usual" approach. I hope your seminar will correct this mindset. Equally, the skills for preparing appeal documents was lacking, primarily because this was the first time the region had been hit by a major natural quick onset disaster. The damage assessment was yet another area in which there was no common idiom between stricken countries and the donor community. It would appear that there was suspicion between the two sides as to which formula was accurate. These are some of the grey areas which, I hope your seminar should address. It would be a sad day if some of these problems were to be experienced in future collaborative efforts. Ladies and gentlemen, during the last three weeks I have officiated at two events which related to the recovery and reconstruction of infrastructure in Zimbabwe in the aftermath of Cyclone ELINE. I am quite certain that all the affected countries are also still dealing with the effects of the cyclone. While such steps are expected of each member state, our ability to recover is generally constrained by our means to do so. This is more so because the economies of the sub-region are under- performing.

There is therefore a greater need for us all to prepare adequately for natural disasters which statistically are on the increase. As a self-reliance and coping mechanism, the Zimbabwe Private Sector and Civic Group called the Cyclone ELINE Zimbabwe Trust has recently been constituted. The trust will conduct fund-raising campaigns with the view to complimenting government efforts in the reconstruction and recovery of the cyclone stricken areas in Zimbabwe. Such a noble and innovative idea is a clear demonstration of smart partnership between government and private sector initiatives. While the trust is still in its nascent stage, it has generated optimism among members of stricken communities as well as in agencies tasked with the reconstruction programme.

Finally, Madam Chairperson, I note from your programme that you have a heavy schedule ahead of you for the next two and a half days. I am a firm believer in hard work. I also know that hard work yields good and concrete results. I hope that with the stewardship of the UN specialist bodies and the United States of America technical support units from the military your seminar will be a success.

I would also, on behalf of my other SADC colleagues, want to register our appreciation to USAID for sponsoring this important sub-regional seminar. With these few words, please allow me to wish you well in your deliberations and to officially declare your seminar open.

I Thank You.

Adoption of the Agenda and Program; Introduction to the Methodology

Mr. Ndlovu explained the program, after which its adoption was moved and seconded. The agenda was adopted as presented.

Facilitator Nan Borton repeated that the conference goal is to develop the framework, budget and terms of reference toward the creation of a sustainable regional disaster management entity; the four purposes include network creation, self-assessment, best practices, and a review of the SADC/UNDP assessment. All sessions were plenary, due to the importance of the discussions. The agenda began with self-assessments.

Presentation on the status of disaster preparedness in the member states

The presentations are summarized below. The full text of the available presentations is included in Volume II. In honour of its role as host country, Zimbabwe led the presentations.

Zimbabwe

Mr. M.S. Pawadyira, Director, Civil Protection, presented the Zimbabwe assessment as follows:

- Major hazards include drought, flooding, epidemics, public transportation accidents, industrial accidents, forest fires and environmental degradation.
- The Central Government initiates disaster preparedness programmes through relevant sector ministries with local administration taking the responsibility for implementing and maintaining its effectiveness.
- The Ministry of Local Government, Public Construction and National Housing is charged with the coordination role as stated under the Civil Protection Act No. 5 of 1989.
- The Civil Protection Act No. 5 also established a National Civil Protection Fund that receives money from the government and the public to be applied to enhance civil protection measures through research, training and the acquisition of materiel, among

other applications. This Act is under review to address the legislative gaps in the areas of fire and ambulance services, and the enforcement of sectoral preparedness planning.

- A National Civil Protection Coordination Committee (NCPCC) is responsible for civil protection functions, and is comprised of senior officers selected from government ministries/departments, parastatals, and NGOs. Similar multi-sectoral representation is maintained at the Provincial and District levels. All three levels have functional sub-committees with responsibilities according to specialty.
- Mission Statement – “to provide for and ensure optimal emergency preparedness and disaster prevention at the individual, community, sectoral, local authority and national level through regulatory mechanisms and coordinated strategic planning for emergencies.”
- Constraints/Needs – equipment, including rescue, communications and early warning; inadequate funding; legislative gaps; and staff development.

Zambia

Mr. Jones Mwanza, National Coordinator, Disaster Management Unit in the Office of the Vice President, presented the Zambia assessment, making the following points:

- Types of disasters include drought, floods, epidemics, refugees, fires, pest infestations, internally displaced person, HIV/AIDS, transportation accidents, water hyacinth, industrial accidents, and mining accidents.
- Institutional framework allows for a National Disaster Committee, Technical Committees, Specialized Sub-committees, Provincial Disaster Committees, and District Disaster Committees.
- DMMU consists of a Secretariat and 3 Regional offices with the functions of coordination, vulnerability/risk assessment, training/capacity building, advocacy, stockpiling, resource mobilization, needs assessment, impact assessment and research.
- The Disaster Management Training Center offers a 3-week disaster management course at the SADC-level.
- Funding – annual budget allocation of approximately US\$200 million.
- Stakeholders include government, UN system, NGOs, community and the private sector.

Tanzania

Ms. Maria H. Bilia, Assistant Director, Disaster Management Department of Tanzania made the presentation:

- Major hazards faced are drought, floods, landslides, epidemics, pest infestation, earthquake, accidents, fire, and civil strife, which creates flows of refugees into Tanzania.
- Tanzania has legislation covering disaster management; however, it needs an amendment in order to focus on the management of disaster activities rather than relief coordination.
- Other government approaches to preparedness include crop and food security monitoring by the Ministry of Agriculture and the Department of Meteorology; a national policy to conserve land from overgrazing, soil compaction, and erosion; and a national environmental policy to control degradation and raise public awareness; policies to control population growth, reforest lands, improve storage and rainwater harvesting, ensure sound management of the environment, and to discourage people from living in flood plains.
- Government has established strategic grain reserves.
- With UNDP assistance, Ms. Bilia's department has: prepared draft disaster management policy and enabling legislation; carried out a training needs assessment and risk assessment/vulnerability analysis; developed a framework for a disaster management plan; created an MIS; and started a public awareness program.
- Ms. Bilia listed further requirements for disaster management in Tanzania, including strengthening the disaster management department through training; preparing sectoral, regional and district-level disaster management plans, inventorying resources; mapping temporary shelter areas and sources of relief goods; public awareness, and establishment of national and region emergency committees.
- Her presentation included a chart of all recent disasters, including the 1996 ferry boat accident in Lake Victoria which killed more than 800, the current drought, and the 1998 bombing of the U.S. Embassy, which killed 11.

South Africa

Mr. George Killian, Director of Disaster Management, presented the state of disaster preparedness for South Africa. Mr. Killian made the following points:

- Events/disasters occurring in South Africa in 2000 include floods, veldt fires, fires in informal settlements, train accidents, and a residential explosion.
- On 19 January 2000, South Africa launched a “White Paper on Disaster Management” which presented an approach that prioritises prevention rather than focusing primarily on relief and recovery efforts. The White Paper emphasises the importance of preventing human, economic and property losses, and avoiding environmental degradation. The White Paper also placed special emphasis on pursuing international regional cooperation with vigour.
- The Disaster Management Bill was published for public comment on 21 January 2000, while the final draft of the Bill will be introduced into Parliament in early 2001.
- The Cabinet established an Inter-Ministerial Committee on Disaster Management (IMC) in 1997, which consists of nine Cabinet Ministers and their deputies. An Inter-departmental Disaster Management Committee (IDMC) was also established, which is comprised of representatives from national and provincial government departments, national associations/institutions, the private sector and NGOs. Similar structures exist on a provincial and local government level.
- The National Disaster Management Centre (NDMC) was established in preparation for Y2K, and continues to have responsibility for coordinating the actions during all phases of a disaster, with a focus toward information management
- Local authorities are responsible for disaster preparedness, but may seek assistance at the provincial level if resources are not sufficient at the local level.
- Shortcomings and/or needs include stockpiling of equipment, training and capacity-building, simulation exercises, vulnerability assessments, and communication and early warning systems.
- An organ gram of South Africa’s structure for disaster management can be found in Volume 2 of this report.

Seychelles

Mrs. Kathleen Adrienne, E.P.R. Health Focal Point, presented a report on the disaster programme in the Seychelles, and made the following points:

- The National Disaster Committee is chaired by the Principal Secretary of Environment, and falls under the aegis of the Cabinet of Ministers, which is lead by the Vice President.

The Committee consists of senior members of various ministries, NGOs and the private sector.

- The Seychelles has a national disaster plan, which outlines the roles and responsibilities of each relevant organisation. Additionally, several ministries have their own response plan, eg. the health sector.
- Weaknesses: not much emphasis is placed on preparedness, and the concept of disaster management is not well-established; and public awareness of disaster management is low.
- Positive Aspects: good communication systems; small population; some personnel have been trained in disaster management; and the risk of disasters is minimal.
- Should a regional disaster office be established, the Seychelles would like the following components to be addressed: organize disaster management training; evaluate disaster management capabilities in each country and carry out vulnerability assessments; serve as focal point for information collection and dissemination; and organize simulation exercises.

Mozambique

Dr. Silvano Langa, Director of the National Institute for Disaster Management (INGC), presented the status of disaster preparedness in Mozambique. His presentation included:

- An organ gram giving the structure of disaster responsibilities in Mozambique, showing INGC as the coordinator for Sector ministries, UN agencies, Provinces, and Private Sector, and reporting to the Prime Minister through the Ministry of Foreign Affairs.
- Roles and responsibilities of seven task force sub-committees.
- The flowchart and timeline for contingency planning, from the national to the district levels.
- Dr. Langa explained how the floods, which devastated Mozambique in February and March of 2000, had caused the country and INGC to sharpen their structure and their planning methods.

Mauritius

Mr. Mahendradeo Bedacee, (Assistant Superintendent of Police in Mauritius), presented the assessment of Mauritius' preparedness.. After describing the size and location of his nation, Mr. Bedacee went on to make the following points concerning disaster management in Mauritius:

- The dominant threat, by far, is cyclones – few miss the island nation. Consequently, the government has developed sophisticated planning, preparedness, early warning, and responder responsibility systems. Despite the frequency and severity of cyclones in Mauritius, no lives have been lost in many years.
- Mauritius uses a standardized system of cyclone terminology and classes of cyclone warnings, familiar to all citizens.
- The Government convenes a planning session of relevant Ministries, departments and essential services, which comprise the Central Cyclone Committee. This annual meeting is two weeks long. Local Cyclone Committees also meet annually.
- The warning system for the population is a simple system of red or blue (termination) flags, displayed on public buildings, police stations, fisheries posts, and the like.
- Relief operations are conducted by the Government through a standing Cabinet Committee.
- Other hazards include torrential rain and flooding, as well as landslides.
- Mauritius has a thriving NGO community and many UN specialized agencies; therefore it has a congenial climate for strengthening disaster preparedness.

Malawi

Mr. B. Willie Gidala, the Coordinator for Disaster Management, Relief and Rehabilitation, presented the assessment for Malawi. He reported the following:

- His department has responsibility for issues of disaster management in Malawi; the most frequent hazards are flooding, drought, epidemics, and refugee flows.
- Malawi has national legislation establishing the institutional framework for disaster management. The legislation also provides for a National Disaster Preparedness and Relief Committee (NDPRC), which includes relevant ministries and departments, as well as some NGOs. This committee provides policy guidance to the Commissioner for Disaster Preparedness, Relief and Rehabilitation.
- District Development Committees are the local government equivalent of the NDPRC; the Chief Executive of each District Assembly is responsible for the local disaster management program, assisted by NGOs.

- With the help of UNOCHA, the Government of Malawi has prepared a draft national disaster management plan; an accompanying manual is planned when funds are available to complete the planning process.
- The government is now turning its attention to disaster mitigation/prevention/reduction. This approach recognizes that a disaster can wipe out decades of development efforts.
- Malawi's primary short-term needs are in the area of communications: radios, communications vehicles, and satellite phones.

Namibia

Major Erasmus Naicaku, MOD-D/OPT, made the presentation for Namibia. After noting that national disaster preparedness in Namibia is in an emerging stage, with much left to be done, Major Naicaku pointed out:

- In that drought is endemic to Namibia, the country has a National Drought Policy. Some strategies being implemented under that policy include pest, drought, and flood management. Government has established a National Drought Fund for implementation.
- The Ministry of Health and Social Services runs a Disaster Surveillance and Epidemic Management Section; it also conducts public awareness campaigns on epidemics such as HIV/AIDS.
- Environmental disaster mitigation activities are being carried out by the Ministry of Environment and Tourism; some national policies are in place.
- The Directorate of Maritime Affairs is implementing a national oil spill contingency plan.
- A Search and Rescue Centre will be built next year, lessening Namibia's dependence on South Africa for airborne operations.
- Twenty-three regional trainers have been trained in disaster preparedness and management; other training has also been carried out
- Namibia's needs in disaster management include training, equipment, including boats and helicopters, and medical equipment.
- Namibia feels that SADC member nations would benefit from a common ground (terminology, etc.) for training.

- Major Naicaku also had corrections to the Namibia section of the UN Assessment Report.

Lesotho- Report will follow under separate cover.

Botswana

The report for Botswana was presented by Miss Dineo Mogwe, Director of the National Disaster Preparedness Committee. Her presentation included the following points:

- The most common disaster in Botswana is drought. Botswana is also reported to have the highest rate of HIV/AIDS infection in the world, which makes the management of the pandemic a governmental priority. In February 2000, the cyclones originating in the Mozambique channels resulted in the heaviest floods ever recorded in Botswana's history.
- Other disaster include floods, veldt fires, epidemics, animal diseases, vectors such as malaria-carrying mosquitoes and tsetse fly, pest infestations, cyclones, strong winds, earthquakes, transport accidents, refugee influx, industrial accidents and chemical spills.
- The disaster management structure for Botswana is at three levels:
 1. National Committee on Disaster Preparedness (NCDP), which is chaired by the Deputy Permanent Secretary. Representatives include the Deputy Permanent Secretaries from the line ministries, the Botswana Defence Force, the Botswana Police Service and the Botswana Red Cross;
 2. National Disaster Management Office (NDMO) was established in 1998, and is the secretariat to the NCDP. Its mandate is to coordinate all disaster management activities; and
 3. District Disaster Management Committees chaired by District Commissioners.
- Lessons learnt during the 2000 floods include: inadequate level of preparedness; inadequate search and rescue capability; poor information management system; and bureaucratic red tape to overcome.
- The needs identified are: a finalised disaster profile and National Disaster Management Plan, which will form the basis for a legal framework; capacity building at the national and local levels; training; develop a strategic plan and budget; and decentralisation of basic stockpile items.

Angola

Ms. Paulina Tjikola, a SADC official, presented the status of disaster management for the Angola delegation. The following points were highlighted:

- The data in the UNDP report on page 23 accurately reflects that reality of disaster management in Angola
- An ad-hoc technical group has been created to assist in preparing a disaster management plan
- In 1999, Angola suffered damages from heavy rains in Benguela, desertification and drought affected the provinces of Luanda, Bye, Moxico, Kuando-Kubango, Namibe, as well as other parts of the country. The over use of lands cause landslides in Moxico and the northern and southern sides of Luanda.
- The government has made available some financial resources to fund small projects, but the amount of funding is insufficient.
- Angola supports a regional coordinating mechanism for disaster management.

December 7th Afternoon Session

Report by the Chairperson of the Working Group; reports from SADC Technical Sector Experts, and reports from international donors that were in attendance.

Working Group Report

The working group is the predecessor of this current Disaster Management Committee, and was created in November 1998 at a high-level Southern Africa Regional Disaster Assistance Seminar in Gaborone, Botswana. The group, made up of representatives from six member states, met in November 1999 and May 2000. The group is chaired by South Africa, and the report was presented by Mr. L.J. Buys, Chief Director, Disaster Management, Department of Provincial and Local Government in South Africa. The text is in Volume II. In summary, Mr. Buys reported:

- At its first meeting, in November 1999, the group determined that the Working Group Secretariat would write to the SADC secretariat, laying out a series of requests for support, including the creation of a Disaster Management Unit at the Secretariat in Botswana, with a Director appointed for 2 years.
- Mr. Buys forwarded the proposal, but did not receive a response.

- The year 2000 floods spurred the May 2000 meeting, at which status of disasters in the region was reviewed, including drought in Tanzania, flood damage in Zambia, Botswana and South Africa.
- The group determined to accept the offer of Mr. Robert Mister for UNDP assistance in developing a framework for a SADC mechanism to include all 14 SADC members.

Reports of SADC Technical Units

Health Sector

Mr. Marcelino Lucas presented the background of the Disaster Subcommittee on Health (one of a number of health-related subcommittees), created at a meeting of the Ministers of Health in Mozambique in May 2000. The subcommittee had its first meeting in Pretoria in August 2000, and set objectives of developing a SADC health policy for disaster management, encouraging member states to develop policies and plans for disaster management, build capacity, maintain a database of health resources, and develop inter- and intra-country support systems. Mr. Lucas then listed the critical issues the sub-committee is facing, including determining the differences and definitions of emergencies vs. disasters vs. epidemics, harmonizing WHO and SADC strategies, dealing with the differing levels of disaster management development in member states, and other technical issues.

Water Sector

Mr. de Almeida described the Floods and Droughts Management Programme of the SADC Water Sector, including an approach based on assessment of the current situation including identifying best practices, gaps, and shortcomings, and consultation with the players and stakeholders on who is doing what, and how the committee can best contribute. The Programme intends to develop a framework for the sectoral floods and droughts management programme, discuss and build consensus on their role, fine tune the program design, mobilize resources, and begin implementation of the program.

Regional Early Warning Unit (REWU)

The Director of the REWU, which is part of the Food and Natural Resources Committee, headquartered in Zimbabwe, was not present. No report was given.

Reports by Donors and International Organizations

USAID, Office of Foreign Disaster Assistance (OFDA)

Mr. Greg Gottlieb, the Senior Regional Advisor of USAID/OFDA for Africa, based in Nairobi, described the functions of his office and the resources which OFDA can bring to bear on

strengthening disaster management in the SADC region, as well as providing first response capacities. Mr. Gottlieb cited OFDA's commitment to disaster management training throughout the world. Although OFDA's training program in Africa is in the beginning stages, OFDA has provided a comprehensive disaster training program in Latin America and the Caribbean for almost 15 years. It is from this long-standing experience that the Africa office will devise a program to train upper-level disaster managers within the SADC region. A first step would be to sensitize senior managers to having a strong national disaster management program through a course entitled "Introduction to Disaster Management," and then follow with a "training of trainers" course to ensure sustainability. A first tranche of U.S. government funds will be programmed by OFDA to train approximately 300 individuals from the managerial level to the operational level.

DFID, the Department for International Development, UK

Mr. Rob Holden, Manager of the Crisis Response and Monitoring Unit of the Emergency Response Team of DFID, explained that DFID's overriding objective is to "reduce poverty," which was outlined in a White Paper in 1997. DFID offers program financing, technical capabilities, access to institutions and other material resources. Rather than give ad hoc, short-term funding, DFID seeks to allocate its resources toward longer-term, sustainable programs through institutions. DFID has slide presentations for the Health Sector and Water Sector, including, but not limited to, UNDP and UNICEF. Although DFID's Conflict and Humanitarian Affairs Department has had little involvement with the SADC region, it is open to program support through its implementing partners.

UNDP Geneva

Mr. Robert Mister, the Programme Advisor to UNDP Emergency Response Division in Geneva, explained that UNDP generally works at the country-level in support of national objectives toward sustainable development and poverty-reduction. The Emergency Response Division (ERD) was established when the UN's Department of Humanitarian Affairs shifted disaster management and disaster mitigation to UNDP. Major activities include post-conflict recovery, demining, demobilization, promoting disaster management in natural and complex emergencies and addressing disaster recovery.

UNDP's work in southern Africa has focused on capacity building in disaster management. The disaster management training has been mostly amongst UNDP staff based in the countries. In 2001, UNDP's plans include continued support to country offices and regional activities, and a possible involvement in designing a disaster management framework.

U.S. Army Corps of Engineers

Larry Broun, Engineer Liaison, explained that the role of the U.S. Army Corps of Engineers (USACE) is largely a domestic mandate to provide water resource management and development projects including flood control, water storage, hydropower, dredging, etc. USACE has the responsibility for planning and response to water-related emergencies, and provides engineering support to FEMA. Additionally, USACE is involved in foreign water-related projects such as those being carried out in post-Hurricane Mitch recovery effort in Central America. USACE fosters cooperation between civil and military agencies in planning for disaster through Civil-Military Emergency Planning, and brings together civilian and military experts in worldwide seminars to put in place protocols, procedures and civil-military communications. USACE is seeking an area of interface with SADC.

USAID/FEWSNET

Mr. Bruce Issacson, the Regional Representative for Southern Africa of the USAID-funded Famine Early Warning System Network, (FEWSNET), and his colleague, Mr. Tamuku Magadzire, presented an overview of their program, which has resident representatives in 17 countries in Africa, and provides regional coverage from offices in Harare, Bamako and Nairobi. Their goal is to strengthen the abilities of African nations and regional entities to manage threats of food insecurity, by providing timely analysis of vulnerability and early warning information. They explained their activities, which include studies of the impact of HIV/AIDS and conflict on food security, and outlined their analytic framework. They displayed their Web Site (www.fews.net), and discussed their use of GIS information and analysis for disaster preparedness.

UNHCR

The United Nations High Commission for Refugees was not represented at this meeting.

United States European Command (USEUCOM)

Major Mehall explained that the major role USEUCOM could play in disaster response in the SADC region is to provide logistical and equipment assistance, if so ordered by the U.S. President. He mentioned the value of having protocols in place in advance of requests for military assistance, so that time is not wasted in negotiating Status of Forces Agreements (SOFAs) at the time of the emergency.

United Nations Development Program (UNDP)

Mr. Mister introduced the UNDP/UNOCHA/SADC joint Assessment Report, which had recommended the creation of a regional Disaster Management Center, and which was the central

document of the conference. At this session, Mr. Mister primarily discussed the scope of work of this undertaking, the makeup of the team, and the methodology which they followed. Discussion covered specific country findings, and members of the team present at the conference were asked to comment on their experiences. The discussion of the substance of the report took up the remaining time in the conference, and is reported below and in the conference recommendations.

Friday December 8, 2000

Morning Session

The morning session on Friday was chaired by Mrs. Malambo and jointly run by Joao Ndlovu and Nan Borton. The intent was to survey the types of disasters prevalent in the region, note how to deal with them, establish responsibilities, and determine sources of funding for expanding these solutions to a regional basis. It was hoped that this discussion would result in a consensus understanding of what the structure of a disaster management entity for the SADC region would look like – that it might, in fact, be made up of a series of sub-committees headed by the nation(s) most experienced in dealing with each kind of emergency.

Such a result did not occur, however, in part due to an unwillingness to decide on a sub-committee structure this early in the discussion of this new creation.

Consequently, the group decided to work from the structure proposed in the SADC-UNDP assessment, jointly to create an entity that would provide needed coordination, but not diminish either the role or the funding of national disaster management programs. Mr. Ndlovu, with considerable and spirited input from the group, drew a series of new diagrams on the board, until one was emerged that made the most of regional strengths, while not inhibiting the development of national skills and strengths.

Afternoon Session

Discussion in the afternoon session continued to centre on the structure of the new entity, as well as its location, the Terms of Reference, and the protocols for the new Disaster Management Mechanism. While the most salient points in the discussion are captured in the Resolutions agreed to by the Steering Committee, the discussion included several other important issues:

Structure and Terms of Reference

Considerable discussion went into determining the desired structure of the new entity. In the course of the discussion, several thoughtful concerns were raised about the continuing role of the disaster management office in each SADC nation, the role of the Steering Committee, and the need not to clutter a nation's ability – and that of its disaster authorities – to respond immediately to a disaster, without cumbersome regional requirements. A number of representatives pointed out that they were legally responsible to their Head of State or Prime Minister for the reporting of disaster, and, therefore, to report to some other body was not within their authority or mandate. A final concern was that a regional fund raising capacity might undercut the ties each member nation has to its cooperating partners. In addressing these concerns, several clear directives and principles were laid out:

1. Regional solutions do not replace national ones. Mr. Ndlovu, the Secretariat representative, made this point in response to concerns voiced by several member nations concerning the possibility that a new mechanism might eclipse the national disaster management entities, or might bypass the Disaster Management Steering Committee itself.
2. Multi-lateral relations do not replace bilateral ones. It was agreed by the group that the bilateral relationships each member nation has with its donors and other cooperating partners will continue, unaffected by any new multi-lateral relationships forged by the new disaster management entity.
3. The Terms of Reference were agreed to as they appear in the UN Report (see Resolutions) with the important addition, in point four, of the words "in collaboration with member states", thereby underlining the importance the group put on the role of the individual member states in triggering the actions of the regional entity.
4. The group determined to put off the question of committees for the time being, feeling they might be looking to far into unknown details at this point. The idea will be explored in the future.
5. The member state delegates agreed with the suggestion put forward by Mr. Ndlovu that the Chair of the Steering Committee must be from the country chairing SADC, and that the person chairing SADC has to know disaster management.
6. After a lengthy discussion on Friday, and again Saturday morning, the group agreed to a structure designed by Mr. Ndlovu and changed to fit the desires of the group. The final organigram will be provided by the SADC Secretariat once final changes are incorporated.

Protocols and Location

During discussions, it emerged that a number of member states had concerns with the criteria for the location of the disaster management entity, as most felt it excluded most SADC nations except South Africa. In consequence, the group determined that, for the time being, the entity should continue to be housed in the Secretariat, as the Council of Ministers had determined, and that people be appointed to carry out the work as described in the staffing diagram. These people would work inside the secretariat until such time as a Centre is established.

The group reviewed the Declaration and Treaty establishing SADC, and agreed that a protocol is needed for disaster management, to encompass such issues as landing rights, free

passage of humanitarian goods, Status of Forces agreements for foreign military, and customs clearances. Please refer to the Resolution calling for the negotiation and drafting of such protocols. Relevant SADC entities were requested to approach donors for support of this protocol development.

The meeting was unable to reach final conclusions on structure and responsibilities at this session, which had to end early to allow for the Troika to meet and draft the resolutions. It was agreed the meeting would reconvene at 8am Saturday, December 9th in plenary session to review the draft resolutions and to finalize the structure for the Disaster Management Entity.

Saturday, December 9, 2000

The group convened at 8:30 a.m., and reviewed the draft resolutions paper presented to them, which had been drawn up by the Troika the preceding afternoon.

There was general discussion on these resolutions, which were finally adopted with minor word changes and a changed order of presentation and priority. These resolutions are:

Recommendations of the SADC Disaster Management Steering Committee

The Disaster Management Steering Committee created by a decision of the Council of Ministers in August 2000 at Windhoek, Namibia held its first meeting and technical planning seminar in Harare, Zimbabwe on December 6 – 9, 2000. The committee deliberated on the attached agenda and made the following recommendations to the Council of Ministers:

1. The committee supported the decision of the Council of Ministers the Secretariat should be responsible for the coordination of the SADC disaster management mechanism until such time as a Centre is established.
2. The Terms of Reference for the SADC Disaster Management Mechanism should be as follows:
 - Act as an information and communications hub linking individual national centres, regional sector structures, related NGOs, training/research institutions and other existing capacities in a two-way communication system;
 - Facilitate regional collaboration for all aspects of disaster management;
 - Coordinate any regional response to disaster as requested by member states;
 - Promote and, where necessary, implement and/or manage disaster management programmes within the region in collaboration with member states; and
 - Mobilize resources, facilitate appeals for assistance, and undertake fundraising for disaster management and disaster response.
4. The structure of the SADC Disaster Management Mechanism is as per attached organigram.

5. SADC should develop a protocol on disaster management in the region. To that end, the Secretariat should approach cooperating partners to secure resources for the development of a proposed protocol.
6. SADC should develop disaster management standard operating procedures.
7. The Council of Ministers should ensure that each member nation clearly indicates one focal point for disaster management in each country.
8. Member states should promote and encourage the active participation of civil society and the private sector in all aspects of disaster management.
9. Member states should be encouraged to promote in-country seminars and workshops to capacitate local communities and stakeholders.
10. Member states should be pro-active and should sensitise government officials and communities on the importance of disaster prevention or mitigation and preparedness.
11. The SADC region should work collectively to undertake staff development, to include:
 - creating a coordinated staff training program in disaster management;
 - taking appropriate measures to develop and retain staff in order to ensure institutional memory; and
 - providing the resources and facilities that allow disaster management personnel to maximize their performance.
11. The region should work collectively to create a common language and procedures for disaster management.
12. Member states should adopt common warning symbols to use in disaster situations. These should be included in the school curriculum.
13. SADC should commit to assist member states in undertaking Disaster Vulnerability Assessments and Risk Mapping.
14. SADC member states should ensure that there is close collaboration between and among SADC institutions and other organizations involved in similar disaster management activities in the region.

15. Member states should promote the appropriate, timely, and effective dissemination of accurate information to all stakeholders, particularly disaster managers and high-risk communities.

16. Cooperating partners are urged to:

- assist both technically and financially in building the disaster management capacity of member states
- they should do so both bi-laterally and multi-laterally
- include provisions and training for the maintenance of donated equipment.

17. The committee shall meet at least three times per year.

The Chair, Mrs. Malambo, adjourned the meeting at 10:30 am.

Appendix 1: Agenda

Agenda for the First Meeting of the Southern Africa Development Community Disaster Management Committee

Dates	Time	Activity	Responsible Officials	Country	Contact details
06-Dec-00	20H30	Preliminary meeting of the Disaster Committee	Mrs Judith Malambo and B.W. Gidala	Namibia and Malawi	Namibia Tel: (26461) 230266: Fax (26461) 226867 Malawi Tel: (265) 784188 Fax (265) 789142
		1. Review the Decisions of the Council			
		2. Identification of the objectives and intended outputs of the Technical Planning Seminar			
		3. Assigning roles to Member States for the Seminar			
		4. Format of the Seminar			
		5. Agree on the time for the post Seminar meeting on Saturday			
		6. Any Other Business			
07-Dec-00	08H00 - 09H00	Registration	Ms. Nan Borton and Ms. Theresa Sithoe	USA/USAID	
	09H00 - 09H45	Opening Ceremony	Chairperson Mrs Malambo	Namibia	
		1. Remarks by the Chairperson of the Committee, Mrs. J. Malambo			
		2. Remarks by the Mr. Earl Irving, Deputy Chief of Mission, US Embassy, Harare			
		3. Remarks by the Secretariat, Mr. Joao Ndlovu			
		4. Keynote address by the Hon. Dr. I.M.C Chombo, Zimbabwe, Minister responsible for Disaster Management			
		5. Adoption of Agenda and Programme			
		6. Introduction of the working methodology Nan Borton, Facilitator USA/USAID			
	09H45 - 10H00	Tea Break	Nan Borton, Facilitator	USA/USAID	
	10H00 - 12H30	Presentation and discussions on the status of Disaster Preparedness in the Member States:	Nan Borton, Facilitator	USA/USAID	

Dates	Time	Activity	Responsible Officials	Country	Contact details
		1. Zimbabwe	Mr. S. Pawadyira	Zimbabwe	
		2. Zambia	Mr. J. Mwanza	Zambia	
		3. Tanzania	Ms. M. Bilia	Tanzania	
		4. South Africa	Mr. G.Kilian	RSA	
		5. Seychelles	Mr. R. Bibi	Seychelles	
		6. Mocambique	Mr. S. Langa	Mocambique	
		7. Mauritius	Mr. Bedacee	Mauritius	
		8. Malawi	Mr. B. Gidala	Malawi	
		9. Namibia	Mr. Erasmus Naicaku	Namibia	
		10. Lesotho	Mr. Peter Khomonngoe	Lesotho	
		11. Congo, D.R			
		12. Botswana	Ms. D. Mogue	Botswana	
		13. Angola	Ms Paulina Chicola	Angola	
	12H30 - 14H00	Lunch break	Nan Borton, Facilitator	USA/USAID	
	14H00 – 15H30	Report by the chairperson of the Disaster Working Group (The Working Group is the predecessor of the SADC Disaster Management Committee)			
		Presentation by specialised sectors and guests on the status of preparedness and possible assistance.			
		1. Health Sector	Mr. Marcelino Lucas	Mozambique	
		2. Water Sector	Mr. De Almeida	Lesotho	
		3. REWU	Mr. R. Mugwara	Zimbabwe	
		4. USAID/OFDA	Mr. Greg Gottlieb	USA	
		5. USEUCOM	Major Mahall	USA	
		6. DFID – UK	Mr. Rob Holden	UK	
		7. UN Agencies:			
		8. UNDP Geneva	Mr. Robert Mister		
		9. UNHCR	Mr. Cosmas Chanda		
		10. US Army Corps of Engineers	Mr. Larry Broun		

Dates	Time	Activity	Responsible Officials	Country	Contact details
		11. USAID/FEWS	Mr. Bruce Issacson		
	15H30 - 16H00	Tea Break			
	16H00 - 17H00	Presentation and discussion of the Assessment Report by a UNDP lead Mission.	Secretariat assisted by Mr. Robert Mister		
08-Dec-00	09H00 - 10H30	Planning Session in progress	Nan Borton, Facilitator	USAID/USA	
		1. Classification of Disaster Hazards			
		2. Identification of Solutions			
		3. Identification of Role Players			
		4. Identification of sources of funding			
		5. Institutional/ legal and administrative set up (Does SADC need a protocol of a memorandum on Disaster Management?)			
	10H30 - 11H00	Tea break			
	11H00 - 12H30	Planning Session in Progress			
		6. Network Organisation and role assignment			
		7. Terms of Reference for consultants/Technical Advisor/s			
		8. Estimated costs			
	12H30 - 16H00	Lunch break and Preparation of the recommendations	Facilitator, Secretariat and SADC Troika (Namibia, Malawi and Mocambique)		
	16H00 - 17H30	Consideration and approval of the recommendations	Facilitator and her Assistant		
		Closing of the Planning Seminar			
09-Dec-00	08H00 - 9H40	Post Seminar meeting of the Disaster Committee Namibia & Secretariat			
		1. Preparation of the recommendations to the Council			
		2. Discussion on the strategy for setting up the disaster co-ordination mechanism			
		3. Discussion and approval of calendar of activities for each Sub-Committee.			
		4. Closing by the SADC Chair and the Host			

Appendix 2: Evaluation

Analysis of Participant Evaluation Forms

Pre-Conference Evaluation

21 Responses

The purpose of the conference appeared to be well understood by participants, despite the very late date by which they received their agendas and other conference materials. Of the 21 responses, 14 stated expectations involving the creation and structure of a SADC Disaster Management entity, and 7 stated their chief expectation to be learning from others, sharing information, and creating a professional network.

Participants in general were very pleased with the location of the conference, which was the Crowne Plaza Hotel in downtown Harare, Zimbabwe. Some noted, correctly, that the room itself was rather small for the group. Several also noted, again correctly, that the invitation letters had been sent very late, and that the travel arrangements were made under time pressure; also widely mentioned was an "information blackout", as the participants did not receive their agendas and information packets until after arrival at the conference. This clearly needs to be improved in future conferences.

Post-Conference Evaluation

15 Responses

All respondents felt the conference met (13) or exceeded (2) their expectations; there were none who felt it did not meet expectations.

Additionally, all 15 respondents felt the conference achieved its purposes; a few noted that this was done with difficulty, or late in the process, but that apparently did not detract from the sense of success.

There was an interesting split on whether or not there was enough time during the conference: 8 thought there was, 6 did not, and one did not respond. However, later in the form, 7 respondents said they would have liked more time to discuss professional matters with the delegates from other countries.

The professional benefit of the conference most frequently mentioned (9 respondents) was getting to know colleagues from other countries and from SADC Secretariat. Also high on the list was getting information on Early Warning systems available to SADC members (5 respondents), and an "enlarged view of regional disaster hazards, expertise, and networks" was cited, with minor variations, by 4 persons. One person mentioned

being exposed to new technical capacities. (Note: this adds up to more than 15, as some had more than one benefit listed).

The personal benefit most frequently mentioned was interaction with colleagues – 10 persons listed this. (Note this answer appears in both professional and personal benefits answers). One person listed "confidence building", and one was pleased with the opportunity to see Harare and meet Zimbabweans.

Participants were asked what they would like more of in future such meetings, and what they would rather see less.

For more, the predominant answer related to having more time to discuss actual disaster management experience with colleagues from the other SADC nations (6 persons). Five others mentioned increased participation in designing the program/agenda, and more interaction with SADC. Three people mentioned that this conference was the first chance they had had to understand how the SADC Secretariat works, and to read the SADC treaty and protocols. Three people suggested breaking into small groups over the course of the conference – it had been decided not to do this at the initial meeting, as the SADC Secretariat felt it critical that all participants hear all the discussions. However, future such meetings should seek more participant input and allow more time for professional exchanges.

The majority of participants did not answer the "less of" question; those that did mentioned hesitation, domination by some countries, and time management.